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ABSTRACT

This is the fourth Status of Black New York Report, (1981) issued by the New York Urban League. A significant portion is based on the responses garnered from the New York City sample of a national survey of black households conducted by the Urban League. Examined are the needs, perceptions, and social and economic concerns of black New Yorkers. The first section describes the results of the survey which queried attitudes in the areas of employment, racism/discrimination, inflation, education, housing, health, family life patterns, household income, and voter participation. The second section is a program overview in the areas of education, employment and economic development, health, and housing. A status report by borough is given in section three. The last section reviews federal budget proposals for the following services: C.E.T.A., unemployment benefits, food stamps, education, Medicaid, the arts, social services, block grants, housing development, and mass transit. A summation, recommendation, and acknowledgements conclude the report. (JCD)

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STATUS OF BLACK NEW YORK REPORT 1981

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STATUS OF BLACK NEW YORK REPORT
1981

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INTRODUCTION

This is the 4th Status of Black New York Report issued by the New York Urban League. A significant portion of this year's report is based on responses garnered from the New York City sample of a national survey of black households conducted by the National Urban League - BLACK PULSE SURVEY.

The New York Urban League was responsible for conducting indepth interviews, averaging an hour in length, with 260 black heads of households in Brooklyn, Queens, Manhattan and the Bronx. This represented slightly under 10% of the national sample. Though the analysis and interpretation of the data based on the 159 interviews, as presented in this report, is not an absolute representation of opinions held by black New Yorkers as a whole, it does provide a reliable base of social indicators which highlight the needs, perceptions, social and economic concerns of survey participants.

This report, as opposed to previous Status of Black New York Reports, also focuses to a greater degree on each of New York City's five boroughs in relation to black/minority status and concerns. The 13 New York Urban League offices, 12 of which are based in minority communities throughout the city's 5 boroughs, provide direct services and advocacy on behalf of black and minority people in employment, housing, health and social welfare and education. They are in unique positions to obtain feedback from the black

community regarding their perceptions of their well-being.

Over 41,000 persons, 92% of whom were Black and Hispanic, have sought New York Urban League assistance since the publication of our 1980 Status of Black New York Report a year ago.

We have continued our practice of review and analysis of reports, studies and statistics from private and public organizations throughout the city and have held selected interviews with key individuals.

Blacks in New York City continue to be a vulnerable, at risk population plagued by unemployment, inflation, lack of political power and racism. The life of the average Black New Yorker in 1981, will continue to be impacted by all of the above factors. The negative impact of these factors will be compounded as a result of the economic/budget initiatives of the newly elected federal administration.

RECOMMENDATION

Conditions experienced by New York's black communities and the proposals advanced by the Reagan Administration are on a collision course. At stake is how America treats its poor and minorities within the context of its historic commitment to equality and justice. The stage has been set for debate and decision. The setting exists for decisions and determinations that directly impact the lives of those who are most vulnerable and whose "safety net" provisions are currently under seige. These are the "truly needy" whose immediate life's prescription is in the hands of persons who do not understand or who do not care.

The New York Urban League issues a call to all New Yorkers in policy-making positions whose decisions will impact public policy for years to come to join us in a full, open and candid discussion of the urgent matters of concern presented in this Status of Black New York Report, 1981.

It is our hope that a forum, to be scheduled in May, will lead to viable, comprehensive and equitable solutions to the problems of New York City's poor and minorities.

The efforts of the following New York Urban League staff members are acknowledged in the preparation of this report:

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THE BLACK PULSE SURVEY

Employment:

Thirty-nine percent (39%) of black New Yorkers responding to the Black Pulse Survey indicated unemployment as the most important problem facing blacks today. This parallels the concern shown nationally by black heads of households - 34% of whom saw joblessness as the primary concern facing blacks today.* Fifty-two percent (52%) of the New York City Black Pulse respondents indicated they were not gainfully employed at the time of the survey. Of the 48% who were employed, private sector employment accounted for 64% of the total workers. Twenty-six percent (26%) identified their employer as state or local government.

The Black Pulse Survey indicates a serious undercount in black unemployment at the national level as well as in New York City. Bureau of Labor Statistics figures generally indicate a range of 10-13% unemployment in the black community locally and nationally. Black Pulse Survey results of blacks unemployed and looking for work suggest a national rate of black unemployment at a minimal 20% level and a New York City rate of approximately 30%.

* National Urban League, Initial Black Pulse findings, Bulletin No. 1, Washington, DC - August 1980

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An overwhelming majority (92%) of the unemployed respondents indicated they had worked for pay in the past and had held full-time jobs when they last worked. As a group, the length of time of unemployment ranged from 3 months or less to 5 years or more. Nearly one-fourth of the persons in this group said they had not worked for a period of 3 to 5 years.

Eleven percent (11%) of the black heads of households currently employed reported part-time jobs as their major source of employment. A similar number (10%) of black heads of households held a second job in addition to what was regarded as their primary job.

Discrimination was cited by 82% of the unemployed black heads of households as the primary reason they would not be able to get a job. Other reasons cited were: a lack of experience (61%); a lack of education (50%), age (52%), sex (35%), transportation (17%), police records (12%), health problems (13%), and other than an honorable discharge (4%).

Racism/Discrimination:

Sixteen percent (16%) of the national respondents and twelve percent (12%) of New York City's Black Pulse respondents identified racism as the issue following unemployment as the major concern facing blacks today. In response to the question, "To what extent are blacks discriminated against in this country?" - 67% responded, "a great deal" - 25% said "somewhat." Only 8% indicated discrimination as having a negligible effect.

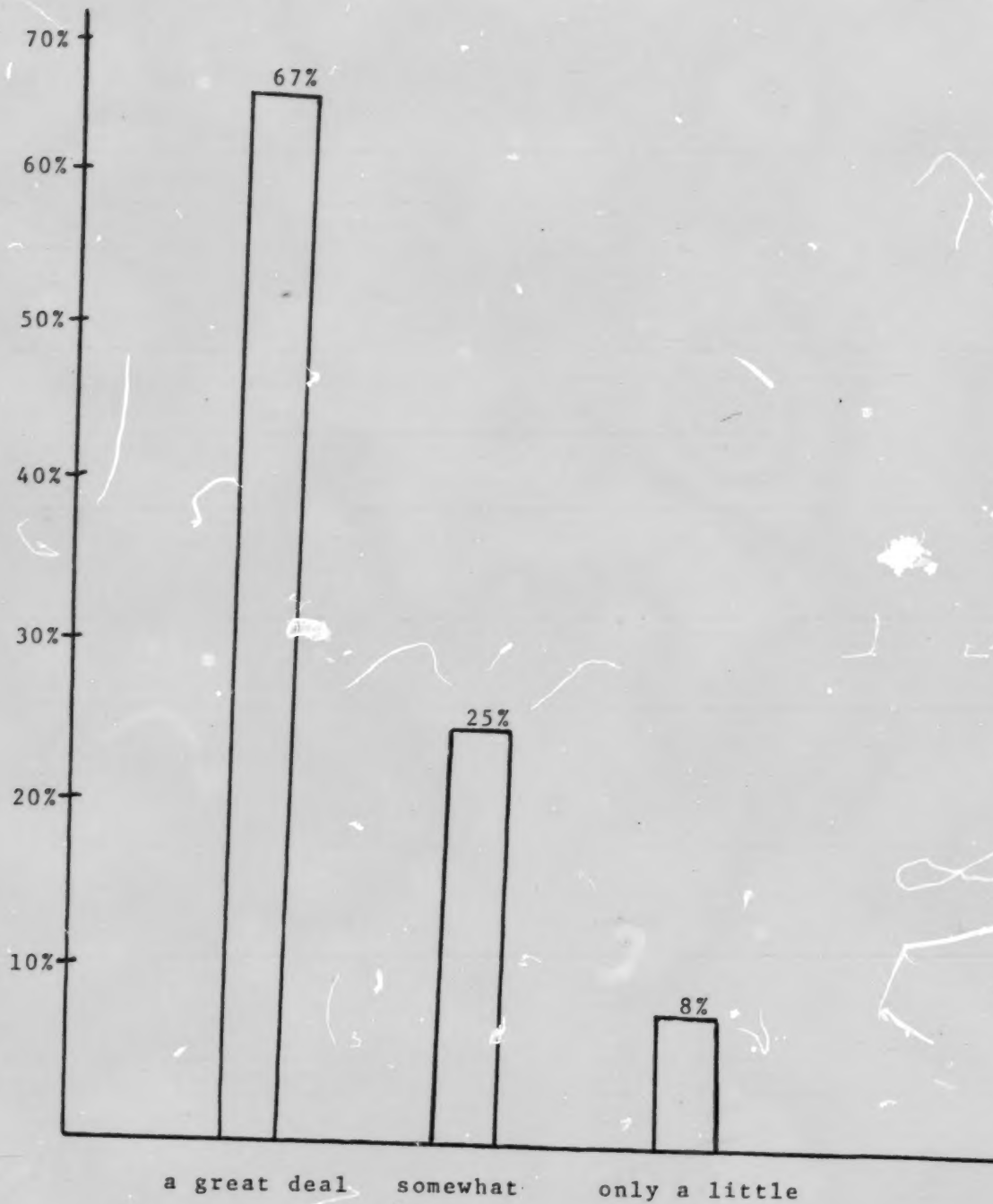
When questioned specifically whether discrimination had been encountered by themselves or members of their households, 10% of the New York City sample answered, "yes." Almost one-third (32%) of the New York City Black Pulse Survey sample indicated that they had experienced discrimination in trying to rent an apartment. Twelve percent (12%) indicated they had experienced discrimination in trying to buy a house. Twenty-nine percent (29%) of Black heads of households indicated they or a member of their household had experienced discrimination in trying to find a job. Twenty-seven percent (27%) felt they were adversely affected in getting a promotion. Twenty percent (20%) of the Black heads of households felt discrimination played a significant role in losing a job which they had held.

The continued volatile relationship between the Black community and the police is reflected in the New York City Black Pulse Survey findings which revealed that approximately one-third (32%) of all respondents, or a member of their household had experienced racial discrimination in contacts with the police within the last 2 years.

Four out of five (79%) respondents were not satisfied with the push for equal rights and described it as "too slow." Twelve percent (12%) felt that the thrust for equal rights was proceeding at about the right pace. Five percent (5%) did not have an opinion regarding progress toward equal rights. Only three percent (3%) of the respondents viewed progress towards equal rights as moving too fast.

NEW YORK CITY SAMPLE: BLACK PULSE

PERCEPTION OF EXTENT OF DISCRIMINATION AGAINST BLACKS TODAY



Inflation:

Three-quarters (74%) of the New York City survey respondents and sixty-eight percent (68%) of the Black Pulse survey households nationally, stated their incomes had "fallen behind" the cost of living over the past two years. Half of the Black heads of households in New York City indicated they were worse off today than a year ago. Thirty-six percent (36%) reported they were about the same while fifteen percent (15%) said they were better off.

The items which respondents cited as showing the greatest increase and decrease in cost of living over the past two years were as follows:

<u>Item</u>	Percent of Respondents who said they noted an:	
	<u>Increase</u>	<u>Decrease</u>
Food	87%	6%
Utilities	83%	15%
Transportation	70%	26%
Clothing	87%	9%
Child Care	76%	17%
Education	76%	22%
Medical Care	77%	19%
Other Household Cost	78%	20%

Education:

Inadequate education ranked fourth behind unemployment, racism/discrimination and inflation as a major concern

enunciated by New York City respondents to the Black Pulse Survey. More than half (57%) of the respondents in New York City reported at least one child in the household in grades 1 through 12. The vast majority of those children, 90%, are enrolled in public schools. Forty-three percent (43%) of the respondents who reported children attending school indicated that their children attended a school (elementary, junior high or senior high) that was 90% Black, while 48% reported that their children attended schools with 50% or more Black enrollment. A negligible percent of the respondents' children attended predominantly white schools. The views expressed by the New York City Black Pulse sample respondents indicated that 18% of those whose children attended predominantly Black schools were dissatisfied with the quality of education afforded their offspring.

School suspension among New York City respondents was somewhat lower than the 24% nationally reported rate. Seventeen percent (17%) of New York City's respondents indicated a child in the household had been suspended from school on at least one occasion. Only fourteen percent (14%) of those surveyed indicated that a child of their household was enrolled in college.

Housing:

The lack of adequate housing among Black heads of households who participated in the Black Pulse Survey was also an important concern. In response to the open-ended question, "What

do you think is the second most important problem facing Black people in the United States today?" - almost one-quarter (24%) cited inadequate housing. The search for more adequate housing was the primary reason cited by New York City respondents for moving.

Eighteen percent (18%) of the New York City sample reported residing at their current address for less than a year; thirty-four percent (34%) had lived at their current address more than one year but less than five (5) years; another eighteen percent (18%) had lived at their current residence more than 5 years but less than 10 years. Twenty-eight percent (28%) had lived more than 10 years but less than a lifetime at the address where they were interviewed for the Black Pulse Survey.

Two percent (2%) of the respondents indicated that they had lived at their current address all of their lives. In response to the question, "What is the main reason you moved from your last place of residence?" - more than a quarter (26%) said better dwellings.

Larger dwellings (16%) and better neighborhoods were the motivating factors in other moves. Desire for home ownership accounted for 10% of the movement of heads of households in New York City's Black Pulse Sample. In spite of the desire to secure better housing, more than one-third (37%) of the respondents said that their present place of residence was about the same or worse than where they lived before. Change in family size, displacement, conversion and urban renewal accounted for other moves.

by sample heads of households.

Sixty-eight percent (68%) of the Black Pulse New York City respondents were renters while 32% owned or were in the process of buying their homes. This contrasts with national surveys which indicate lesser percentages (47%) of Black heads of households as renters and 57% owned or in the process of owning.

More than one-third (36%) of New York City's renters stated the dwelling in which they lived was owned by the government or a housing authority. In spite of the above, only 16% of the respondents identified some portion of their rent as paid for or subsidized by government.

Health:

The most frequently used source of health care for New York City Black Pulse respondents was public health care centers, cited by 44% of the sample. Slightly under one-fifth (19%) used private health care centers. Private doctors provided health care to 37% of the respondents.

A significant portion of the sample (43%) reported no household member as holding any type of family health coverage for payment of hospital or doctor bills. Of the (57%) of New York City Black Pulse respondents who reported provisions for paying their health costs, almost half (49%) identified themselves as members of Health Maintenance Organizations or holding private insurance. Employers contributed to the provision of private health

insurance for 59% of those holding such insurance. Unions provided at least some portion of health insurance coverages for 47% of those persons holding insurance. Twenty-three percent (23%) obtained their health insurance from other sources.

Of the respondents reporting no provision for payment of medical care coverage, medicaid (26%) and medicare (17%) were used.

Less than half (48%) of the New York City Black Pulse Survey sample reported children under 14 living in their households. Preventive medical care, immunization and vaccination, of these children is overwhelming positive.

<u>Health Area</u>	<u>% Immunized</u>
Polio	94
Measles	92
Whooping Cough	91
Diphtheria	95
Tetanus	94

Family Life Patterns:

The overwhelming majority (85%) of New York City Black Pulse respondents reported having relatives living in New York City but not in their immediate households. This reinforces the national Black Pulse findings which indicate that the majority of Black families are not isolated from their relatives but continue the historical patterns attendant to the extended family concept.

Fifty percent (50%) of the New York City sample reporting relatives living in New York City said that they saw some of these relatives once a week or more frequently. The positive interface between New York City Black Pulse respondents to relatives in New York City who do not reside with them is evidenced in the following ways:

. Provision of child care support	22%
. Provision of support to elderly relatives	15%
. Provision of support to non-elderly relatives	20%
. Provision of room and board to relatives	27%
. Provision of clothes or food to relatives	25%
. Provision of financial support through lending money	33%
. Provision of transportation as a means of support	17%

The receipt of support from relatives in New York City who do not reside with them was significant to New York City Black Pulse respondents as follows:

. Receipt of child care support	15%
. Receipt of support for elderly relatives	2%
. Receipt of support for non-elderly relatives	6%
. Receipt of room and board	8%
. Receipt of clothes or food	12%
. Receipt of financial support through lending money	23%
. Receipt of transportation	8%

New York City Black Pulse respondents indicated a higher participation (58%) in family social gatherings than the rate reflected in the national Black Pulse sample (46%).

Forty-nine percent (49%) of the New York City Black Pulse sample indicated a willingness to take a foster child into their homes. More than a third (35%) stated an interest in adopting a child.

Household Income:

The total household income from all sources (for all persons living in the household), reported by the New York City Black Pulse respondents is detailed as follows:

<u>Household Income</u>	<u>N.Y.C. Black Pulse Respondents</u>
under \$6,000	31%
\$6,001 - \$11,999	20%
\$12,000 - \$19,999	15%
\$20,000 and over	18%
did not know total family income	4%
refused to provide information	12%
Total	100%

Thirty-nine percent (39%) of the Black Pulse respondents in New York City reported no income from wages, salaries, tips, commissions or self-employment in the 12-month period prior to the survey. Public Assistance provided a source of income for

29% of the New York City Black Pulse respondents in the 12 months prior to the survey. Less than one-quarter (24%) received Social Security payments and 11% received income from Supplementary Security Income (S.S.I.)

The following table reflects a lack of income from sources other than wages:

Non-Receipt of Income Supports - New York City Black Pulse Respondents:

<u>Income Source</u>	<u>% of Households</u>
Veterans Benefits	94%
Unemployment Benefits	96%
Workmen's Compensation	97%
Alimony	96%
Pension/Retirement	90%
Regular contribution from persons not living in household	76%

Voter Participation and the 1980 Census:

In response to the question, "Do you think that Black people should cooperate with the 1980 Census by completing and returning the Census forms that are being sent to them?" - the New York City Black Pulse Survey respondents were overwhelming (85%) positive in their response. More than four-fifths (81%) said they expected to vote in the 1980 election. Over half (51%) stated that they had voted in the 1976 presidential election.

Seventy-five percent (75%) of New York City's Black Pulse participants indicated they were registered to vote. Almost n

out of ten (87%) advised that they were registered Democrats. Another seven percent (7%) indicated Republican registration and six percent (6%) were registered as independents.

Support of the 1980 Census by New York City Black Pulse respondents is consistent with the National Black Pulse reaction to the Census.

SUMMARY--New York City Black Pulse Sample

The New York City Black Pulse Survey responses describe a population, not unlike the nation's Black population as a whole. It is a population negatively impacted by lack of jobs, stable income supports, increasing inflation and the continuing effect of racism and discrimination. The lack of adequate health care and housing options contribute to that profile.

Responses relating to family interaction demonstrate a continuing concern for the traditional values of self-help and positive concern and contact with family members, children and adults, who also reside in New York City though not necessarily with the surveyed heads of households. This is particularly significant when the income levels (51% under \$12,000) of this population are considered and viewed in concert with the continuing erosion of their already low incomes by inflation or underemployment.

The indication that roughly one-half of the surveyed New York City population would actively consider providing care for a foster child and more than one-third have a serious interest in

adopting a child, challenges the traditional social agency view of black families as being too overwhelmed with their day-to-day survival to be able to even consider adoption.

There is a clear indication that practically all of New York City's black school children attend segregated schools. The need for better housing conditions continues to be a major concern of many black New Yorkers. This is especially poignant when over one-third of those interviewed stated their current housing situation was just as bad or worse than their previous one.

Almost one-half of those blacks interviewed were totally dependent upon the municipal health care system and even a greater number - 53% - utilize medicaid and medicare to meet their health care costs. Significantly, almost all of the children under 14 in the homes interviewed were immunized.

The high degree of public involvement in every aspect of the lives of a significant portion of New York City's black residents is quite evident. The development of public policy has a more direct impact on the day-to-day existence of those surveyed than any other segment of our community. This is due primarily to the severe limitations of their survival options as evidenced by our findings.

The specific effect of public bureaucracies (housing, health, education, public welfare, transportation) on this population is an item for further intensive study.

EDUCATION

Minority group students, primarily black and Hispanic, are solidly entrenched as the majority of the City's public school population, yet their educational interests and needs continue to be the most poorly served in comparison to other groups throughout the system. When discussing the shortcomings of the City's system of public education, we highlight a situation that directly impacts the lives of practically every minority child in New York City under the age of 16.

The year 1980 saw the introduction of a new policy on student promotion. The Chancellor of the public school system is responsible for setting minimum educational standards and curriculum requirements for all City public schools. The new regulations established a citywide curriculum standard and student performance standard. The curriculum places a decided emphasis on basic skills in reading, writing and mathematics. Although the program is being phased in over a period of four years, in 1980 the system put a crucial element in place in grades 4 through 8 - the Promotional Gates. Fourth and eighth grade students must achieve performance levels in reading, writing and mathematics to be eligible for promotion. All students not achieving this standard are to be held over and provided with intensive remediation.

While everyone applauds the establishment of fair standards, the new "get tough" policy and its implementation raise serious concerns for many. The first is the question of resources. Initially,

the Board made the entire program contingent upon the availability of additional financial resources, approximately \$60 million. Although this contingency clause was eliminated before the plan was approved, the question of resources has not yet been answered. This is crucial since lack of funds is repeatedly cited as the cause of the Board's failure to meet other standards. Secondly, there are a number of questions regarding the kind of remedial programs these students will be involved in and how teachers will be selected and trained to implement them.

Given the Board's poor record with other recently established competency programs, there is ample reason for concern. Thousands of New York City students failed the 1980 Regents Competency Test in 1980. Fifty-nine percent (59%) of the City's sixth-graders fell below state standards in the October 1979 sixth grade pupil Evaluation Tests in reading. Over 45% of the City's sixth-graders fell below state standards on the October 1979 math tests. State regulations require that all students who score below the "statewide reference points" on any of the mandated tests receive written notification of the tests results and the plan for remediation.

A 1980 investigation of the status of this program by Advocates for Children indicated that "the most significant element of the state regulations - the requirements that students be provided remedial plans tailored to their individual educational needs, has been thoroughly overlooked."

The Board projects that as many as 35,000 students may be held back by the Promotional Gates at 4th and 8th grades this year.

Many of these will be students already identified in the 3rd grade Pupil Evaluation Program (PEP) tests as needing remediation. In keeping with existing state regulation, they should be receiving remediation. The majority are not.

While it seems evident that improvement of instruction and other educational services is of prime importance at the Chancellor and Vice-Chancellor levels, the evidence seems just as overwhelming that a similar commitment is lacking throughout the system. Also, as evidenced in the Rosedale Section of Queens, parental interference and disruption continue to be a major factor hampering the educational process.

The most powerful forces in New York - both public and private - have yet to publicly articulate and/or forcefully demonstrate their commitment to quality public education. From the standpoint of leadership this commitment is imperative to the long term health and well-being of our City.

ECONOMIC DEVELOPMENT AND EMPLOYMENT

The economic development picture in New York City remains bleak for blacks. While minority contractors and entrepreneurs struggle to stay afloat, the Borough of Manhattan has been turned into an "Enterprise Zone" by City government policy. This has encouraged the building of luxury hotels and office buildings, generating huge tax write-offs for the developers and operators. The major premise of this type of development assumes that \$300

per day hotel rooms will generate significant revenue and create enough service jobs to positively impact the New York City economic picture. This impact is yet to be seen. According to the Bureau of Labor Statistics, there were fewer employed persons in New York City at the end of 1980 than at the end of 1979.

Minority economic development has long been recognized as one of the major vehicles to reduce black unemployment and increase the black share of the economic pie. Although there was an increase in a few business areas, there was an overall decline in the number of minority-owned businesses in New York City during 1980, according to the Minority Business Development Office of the City of New York's Office of Economic Development.

Increases were reported in such areas as construction, real estate management, public accounting and consulting firms. The increase in consulting firms could reflect job loss in other areas, as minority persons gave up the search for executive jobs and open their own consulting firms.

While the Minority Business Development Office estimates that there are 15,000 to 27,000 minority-owned businesses operating in New York City, only 40% of these employ 5 or more persons on a full-time basis.

The Minority Business Development Office currently works with only 200 of these businesses. Fifty-one percent (51%) of these gross less than \$150,000 a year. These facts would seem to indicate that many minority-owned enterprises are tiny businesses hanging by a thread.

The Uptown Chamber of Commerce, based in Central Harlem, reports that the results of a recent survey of some 300 present and former black, Hispanic and Haitian businesses in Manhattan, Brooklyn, the Bronx and Queens, indicated that within a 12-month period, 25% of these failed. The reasons for failure were identified as: high cost of utilities, inflation, unemployment, high interest rates and reduced government support. These businesses included news stands, restaurants, clothing stores, grocery stores, secretarial services, etc. The organization projects that if the present trend continues over the coming 12 months, there will be a further 10%-20% reduction in the number of minority-owned businesses.

In 1980, the Mayor published Executive Order No. 53, which provides no mechanism to foster affirmative action by New York City agencies to reach minority vendors or to technically assist them in becoming successful firms in order to be awarded a contract.

City government continues to inadequately focus on affirmative action as a legitimate vehicle in the redress of black concerns in economic development. The Bureau of Labor Statistics reports a rate of black unemployment, which almost doubles the white rate of 6.6%. Teenage unemployment was shown as 19.3%. Non-white teenagers, black and Hispanic, was shown as 35.4%.

The City continues to lose manufacturing jobs which were reported as down 20,000 jobs from last year. Service jobs, usually lower paid than manufacturing and less likely to provide broad health and welfare benefits, have increased.

The critical importance of the need for basic education, employment training and counseling is demonstrated by the fact that 20% of the 3,724 persons utilizing the comprehensive services of the Department of Employment's three Job Testing, Assessment and Placement Centers (operated by the New York Urban League) for the last 6 months of 1979, were referred to job preparation activities. These efforts are designed to prepare the enrollees just to be able to properly seek employment. These job preparation activities can last for 6 months.

A clear indication that minority New Yorkers want to work is substantiated by the fact that on at least 3 occasions during 1980, following a job announcement that a few hundred jobs were available, thousands of people sought to apply - many standing on line for 2 days.

One of the major challenges facing all segments of our City in meeting that desire and willingness to work is the expansion of our job creation activities and our efforts to adequately prepare blacks and Hispanics for work. All of this must be accompanied by a strengthening of our attack on employment discrimination.

HEALTH

In January 1944, growing out of a joint effort by the Greater New York Fund and the New York Urban League, Sydenham Hospital was the first voluntary hospital in New York to admit a

black intern and the first to grant the privilege to a black physician to hospitalize private patients.

The closing of Sydenham Hospital in Harlem in November 1980, was a low point for blacks in New York City in relation to health care. The Sydenham incident, though its effect most directly touched the Harlem community, was symptomatic of the frustration attendant to health care in the black community.

The development of necessary ambulatory care facilities to serve as primary health care service-delivery resources has not been accomplished. Such plans as have been announced have a time-lapse which by some estimates, could mean as much as a three-year delay in providing service.

With Harlem Hospital Center as the back-up facility, the 160,000 residents of the Central Harlem community are dependent upon three comprehensive neighborhood clinics for health services: 1) Drew Hamilton - 142nd Street and 8th Avenue; 2) Polo Grounds - 2965 8th Avenue and 155th Street and 3) the Sydenham Neighborhood Family Care Center - 215 West 125th Street. It has long been established that Harlem is the most medically underserved section of New York City.

Two additional comprehensive health clinics are planned for opening in 1981 - at the location of St. Phillips House - 133rd Street and St. Nicholas Avenue and on 117th Street between Lenox and Fifth Avenues. These clinics can hardly substitute for a community hospital as a health facility for both ambulatory and in-hospital care. North General Hospital, serving East Harlem,

formerly the Hospital for Joint Diseases, is open but having serious financial problems.

There are 16 municipal hospitals under the jurisdiction of the Health and Hospitals Corporation; however, there is only one black hospital executive director and only one acting director. For the past several years, there has been a decreasing number of minority persons selected for positions on the levels of vice-president and directors of services. Only 11 out of 110 central office administrative positions are filled by blacks. The Health and Hospitals Corporation must seriously address this most urgent matter.

The generally poor relationship between New York City blacks and the City Administration - in reference to health care, was negatively compounded when the recently resigned president of the Municipal Health and Hospitals Corporation, addressing a racially mixed group, in response to a question, related that people are "always looking for a nigger in the woodpile." This intemperate racist remark, in the view not only of blacks, but of many individuals and groups, contributed to widening the gulf between blacks and City Government in relation to health planning and delivery of service.

The Health and Hospitals Corporation has yet to articulate a plan which addresses, in a comprehensive manner, the health needs of the black community in New York City. This is especially crucial in a time of diminishing resources and constantly pressing needs for improved services.

The findings of our New York City Black Pulse Survey indicate a great dependency of New York's black poor on the municipal health care system.

HOUSING

The housing situation remains grim for the poor in New York City. As the Sixth-Year Community Development Program: Housing Assistance Plan states, "there is no evidence that the housing needs for the low and moderate-income groups have lessened in the past 24 months."

There is an inadequate supply of rental units in the current tight housing market. The city-wide rental vacancy rate for New York City was 2.95 percent in 1978, the most recent statistic available. Although it had increased slightly over the previous years, it was still far below the 5 percent rate generally accepted as necessary for a free housing market. Over the last 10 years the number of rental units has declined by 166,000. There has been little new residential construction to replace the rental units lost. High building costs have meant that any new apartment buildings now becoming available have rents which can be afforded only by those in the middle to upper income brackets. Co-op conversions are also contributing to the shrinking supply of available rental units.

As a result of the inadequate supply of rental units and a low turnover rate, there is an excessively high demand for the

available units. High mortgage rates reduce the opportunities for homebuying, also contributing to the increase in demand for rentals.

Because of the need for finding an apartment in a tight rental market, apartment seekers lower their expectations and older sections of the City become more attractive. The recent surge of interest by both homebuyers and renters in the older sections of the City has caused mixed reactions. On the one hand, money being invested in deteriorating areas is welcomed to upgrade and revitalize neighborhoods. On the other hand, however, the renewed interest and increased demand for housing raises property values and rents. Along with revitalization comes the fear that new residents will displace old residents who cannot afford to remain. This is commonly referred to as "gentrification." It would be to the benefit of neighborhood stability if an economic mix could be reached and maintained.

In the competition for rental units, those with inadequate incomes are at a disadvantage. If one is aware that middle-income families are finding it difficult to locate housing at rents they can afford, it requires little imagination to know that the situation is causing undue hardship for low and moderate-income families; a disproportionate number of whom are black and minority.

It is estimated that sixty-nine percent (69%) of the low and moderate income families in New York City are minority. For those on public assistance, neither the shelter allowance nor the basic grant has been increased since 1974. Nearly twenty-five

percent (25%) of black households, compared with 4 percent of white households, receive public assistance.

Median rents continue to increase at a faster rate than median incomes and are taking a greater portion of the renter's income. The median income of black renters has lagged behind the median income of white renters and is not increasing at as fast a rate. In addition, nearly one-third of all renter households fall below 125 percent of the federal poverty income level (\$8,375 for a family of four) and almost one-third of those are black. Almost half of the black rental households have incomes below the 125 percent level.

While the overall number of renter households has declined, the number of black renter households has increased. The black renter households tend to occupy a disproportionate percentage of the City's poor housing stock. Although the overall number of substandard renter units has declined, many due to abandonment, fire or demolition, the percentage occupied by blacks has risen.

A significantly higher proportion of black renter households has serious maintenance or equipment deficiencies. Seven point five percent (7.5%) of black households live in housing units which lack facilities or are dilapidated, compared to 1.7 percent of white households. Unable to afford higher rents and compete in the tight housing market, black renter households are forced to accept the more undesirable, deteriorating housing.

The decline in the private rental market has increased the demand for subsidized apartments and the proportion of the

City's population in need of rental assistance continues to rise. There are approximately 150,000 families on the waiting list for public housing with an estimated two to three years average waiting time. Options for subsidized housing or federal rent subsidies are severely limited. From the New York Urban League's experience in 1980, of 1,762 persons receiving housing counseling services, sixty percent (60%) sought help with obtaining public housing or Section 8 certificates to enable them to live in decent housing.

Currently, the City owns over 10,000 residential properties in rem, with 35,000 occupied units. The City Division of Alternative Management Programs now covers 600 buildings with some 12,000 apartments. Although the City may be reluctant to foreclose on properties and add to its fiscal burden, failure to do so prevents tenants from obtaining emergency services that are available for in rem buildings or from participating in the Alternative Management Programs.

Delay in taking over ownership once a building is eligible, leaves tenants with no legal right to manage their building and allows it to deteriorate further. The end result is that tenants are displaced and rental units which might have been saved if reached in time, are eliminated. Displaced families often double up with relatives or friends or move to other temporary housing which in most cases is substandard, while waiting to be accepted into subsidized housing.

The City's three-year goal of providing 105,600 housing units of low and moderate-income meets approximately twelve percent

(12%) of the need. The City also aims to assist at least 25,800 households over the three-year period ending September 1981 to move into decent, safe and sanitary housing or to remain in place through the Section 8 Existing Housing Program. Given the steady inflation of construction costs, national budget constraints and the City's still limited fiscal resources, a higher level of action is unrealistic; however, one must question what happens to the remaining ninety-six percent (96%) annually.

Finally, housing problems are not isolated but rather a part of a whole picture and must be considered as affecting on-the job performance, schooling, mental and physical health and the quality of life in general. As New York addresses its generally acknowledged, serious housing situation, the desperate needs of the City's minority residents must be viewed as a critically important part of that effort.

BRONX

Demographically, the Bronx is split into a very young, poor, black and Puerto Rican population south of Fordham Road and a wealthier, older and white population in the north. The Puerto Rican population in the Bronx is almost twice as large as any other borough.

Education:

In 1978, the Bronx public school student population was three quarters black and Hispanic - with the black student population being greatest in School Districts Nos. 9 and 11. The Board of Education/Office of Educational Statistics, in its school census (October 1978) reported pupil ethnic composition as follows:

<u>School District</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian</u>	<u>Amer Indian</u>	<u>White</u>	<u>Total Register</u>
# 7	5,469	10,918	40	5	109	16,541
# 8	8,126	11,846	123	8	3,616	23,719
# 9	16,707	14,775	347	13	135	31,977
#10	7,865	15,675	954	8	6,340	30,842
#11	10,607	5,374	334	10	6,457	22,782
#12	6,211	10,339	55	0	231	16,836

In the South Bronx, only 57.1% of the residents - age 25 and over had completed 4 years of high school in 1970, which included 30.6% of the men and 26.5% of the women in the area.

EDUCATION ATTAINMENT OF SOUTH BRONX RESIDENTS, 1970*

Percent with 4 years of high school:

<u>All Persons Age 25 & Over</u>	<u>Total</u>	<u>Black</u>	<u>Hispanic</u>	<u>White</u>
Male	30.6	43.3	18.5	30.4
Female	26.5	38.0	13.9	28.3

Percent with 4 years of high school:

<u>Persons Age 25 to 34</u>	<u>Total</u>	<u>Black</u>	<u>Hispanic</u>	<u>White</u>
Male	42.1	56.1	27.2	59.9
Female	35.7	52.3	20.8	36.3

The high school completion rates for young adults would be more impressive if it were not for the findings by New York State Department of Education that many high school graduates are illiterate. In 1979, it was estimated that three out of four high school students in the South Bronx will not graduate.

Five of the ten worst elementary schools in New York City, as ranked by reading test scores, are located in the South Bronx. The top ten elementary schools are located in boroughs other than the Bronx. The ethnic composition of the student population in the five worst schools are 99 percent Black and Hispanic. (See chart on page 30).

* Source: Census Employment Survey

Board of Education of the City of New York
Office of Educational Statistics
Annual School Census - October 1977
Pupil Ethnic Composition Report
and South Bronx Five Worst Schools

<u>School</u>	<u>School District</u>	<u>Black</u>	<u>Percent of Population</u>	
			<u>Puerto Rican</u>	<u>Other</u>
P.S 39	8	26	68	4.3
P.S 60	8	16	75	9
P.S 63	9	86	12	2
P.S 65	7	29	68	2.1
P.S 75	8	23	69	8

Approximately 50,000 Bronx students attend Parochial schools. There are 80 Parochial schools in the Bronx, 64 elementary schools and 16 high schools. The October 1980 Parochial School Census indicated that 52% of its student population was Black and Hispanic. (Thirty-two percent (32%) Hispanic and 20% Black and 48% other.) The amount of student dropout loss is low in that only 793 students left the system.

Parochial schools report a low incidence of functional illiteracy. In general, reading levels were reported to be at grade level or above.

Housing:

The population of the South Bronx has declined especially in the lower section, which lost an estimated 21% of its residents and 14% of its housing units between 1970 and 1975. Residents moved

due to the lack of sound housing stock to the North East or North West Bronx where sound housing is available. This migratory pattern gave rise to an increase in individual school populations in areas where the number of housing units increased producing overcrowded schools which in turn, affected the ability of the school to function effectively.

Employment:

The unemployment rate for the Bronx was 9.1% in September 1980. Thirty-percent (30%) of the minority labor force was unable to find employment. The issue of youth employment is the most critical aspect of black unemployment in the Bronx.

Job opportunities available in the Bronx tend to be those requiring less education than most skilled positions. The Bronx, containing 18% of New York City's workers, has only 6% of the City's private sector jobs.

The borough has the second largest number of New York City Department of Employment training programs of the five boroughs. South Bronx residents alone hold 13.9 % of the slots available for these programs. Also, 12% of all CETA sponsored jobs are concentrated in the South Bronx. Although this high volume of training activity is healthy for the borough, the issue of dependence on CETA funding and the competition for

control of this eroding base between Blacks and Hispanics clouds an otherwise hopeful picture.

The Bureau of Labor Statistics reports that the Bronx lost 35,940 jobs in the decade of the Seventies. Though this exodus has declined in volume, the trend continues.

In 1976, 4,599 small businesses existed in the Bronx. In 1978, this had shrunk to 4,031. The South Bronx Overall Economic Development Corporation and the South Bronx Development Organization are the most prominent economic development groups in the borough. Neither has yet produced a plan which suggests the prospect of the massive economic development turn around necessary to impact Black and minority Bronx residents.

Representative Robert Garcia's "Enterprise Zone" proposal is scheduled to be introduced in the current session of Congress. Although it offers hope, there is much to be resolved in reference to the tax incentives which are such an integral part of the proposal and its melding with other programs in job training, housing, transportation, sanitation and social services which address the other obstacles which seriously inhibit South Bronx Economic Development.

Health:

Health problems in the Bronx mirrors the health care situation in the city in general. North Central Bronx and Lincoln Hospital are the primary health care sources for the poor, Black and Hispanic population of the borough. The emergency rooms in

these hospitals are always crowded with a minimal waiting time for service estimated at one to two hours with longer periods usual on weekends. Montefiore and Einstein hospitals are the only Bronx medical institutions involved in medical education.

Crime:

It is generally accepted that those communities experiencing the highest incidents of crime, such as robbery, suffer most with crime-creating conditions, i.e., high unemployment, drug abuse, family disorientation, poor educational attainment and the like. In this regard the New York City Police Department reported that the Bronx experienced an increase of 29.2% in robberies during 1980 as compared to 1979. This resulted in a 7.4% increase in robbery arrests. These figures were the highest of the city's five boroughs.

SUMMARY:

The Bronx has been presented to America and the world as the epitome of urban decay. It certainly is a vivid example of the impact of the "planned shrinkage" concept of city management. Without a massive application of creative public and private resources to every aspect of life in the Bronx, significant improvement will not be a realization in the foreseeable future.

Probably, the greatest asset of this section of our city is the indomitable will of its residents to survive in spite of

seemingly overwhelming odds. To harness and capitalize on this unique resource is one of the most serious challenges facing New York.

BROOKLYN

New York's most populous borough is Brooklyn. Preliminary census figures estimate a total population of 2,212,000 persons. Roughly one-third (700,000) of Brooklyn's residents are Black.

Census Undercount:

A major Brooklyn problem which will heavily impact the borough's Black community is the 1980 Census. Allegations of mismanagement and inappropriate census procedures resulting in an undercount are now the basis of court action. Brooklyn's Borough President, Howard Golden, has estimated an undercount between 25 to 33% in North Central Brooklyn which has a heavy Black population.

The Census undercount could also adversely affect Brooklyn's political representation as the projected population loss has been identified in the 14th Congressional District and in the 12th Congressional District, the seat now occupied by Shirley Chisholm. The Census Bureau was one of the largest employers of Central Brooklyn residents during 1980.

Health and Social Welfare:

The infant mortality rate for the Borough of Brooklyn in 1979 was 16.3 per 1,000 live births. In the predominantly Black Central Brooklyn area, the rate is estimated as 22.0 per 1,000 live births.

Infant Mortality Rate - 1979

Borough, City and National

	<u>(Per 1,000 live births)</u>
Bronx	19.1
Brooklyn	16.3
Manhattan	14.0
Queens	13.1
Staten Island	12.1
New York City	16.7
U.S.A.	12.6 (estimated)

The figures suggest the need for a comprehensive infant mortality health initiative in Central Brooklyn.

In 1979, one of every eight babies born in New York City was born to a teenage mother. Over 40% of the teenage mothers were Brooklyn residents. While the borough has shown a slight decrease in teenage pregnancies from 1979, it still ranks number one in adolescent childbirth in New York City.

There were 37,379 births recorded in Brooklyn during 1979, 15% of that total to teenagers.

Adolescent Childbirth
Central Brooklyn

<u>Location</u>	<u># of Live Births</u>	<u># Born to Teenagers</u>
Brooklyn	37,379	15.5%
Brownsville	4,903	20.4%
Bedford-Stuy	4,276	21.3%
Bushwick	3,536	24
Fort Greene	2,779	22.7%

Of a total of 3,379 teenage births, fifty-nine percent (59%) were to adolescent parents in predominantly black Central Brooklyn. A correlation with infant mortality figures indicate a need for intensive counseling and prenatal care for youth who are bearing children in their adolescent years and losing them to infant mortality rates at almost double the national average. A continuing Brooklyn health concern is the plan for opening and operating Woodhull Hospital. The Health and Hospitals Corporation has yet to delineate a plan or a confirmed timetable.

Brooklyn's problems in housing, employment and education are New York City's problems in microcosm. Deterioration of existing housing stock, insufficient housing subsidies and "gentrification" of older areas at costs too high for the average black to afford, are ongoing problems. The borough is sorely in need of compensatory education programs in math and reading. Fifty percent (50%) of the borough's high school students drop out before graduation.

Young black Brooklyn residents are still unemployed at three to five times the rate of unemployment for whites.

Crime:

According to New York City Police Department figures, during 1980, Brooklyn had the third highest robbery increase - 25% - surpassed only by the Bronx and Queens. Brooklyn continues to experience the highest degree of negative police-community relations. Brooklyn's black communities continue to perceive police activity in the predominantly black 73rd, 77th, 79th, 81st and 88th Precincts as oppressive and discriminatory. Whether in fact, this is true is an entirely different matter. The fact remains that an overtly conscious effort by "New York's finest" toward changing the black communities' perception of the police is long overdue.

SUMMARY:

It is obvious that teenage pregnancy has reached a crisis level in Brooklyn's black communities and is exacerbated by the continuing problems of unemployment, housing, education and health care. Amelioration of this problem will only be possible through the development of a close working relationship between all agencies and organizations touching Brooklyn's black teenagers.

MANHATTAN

Manhattan's total population is estimated at 1,539,000 persons - with a black population of 364,000. Planning Board No. 10 estimates a total Central Harlem population of 159,000 - 95% of which is black.

Blacks in the Borough of Manhattan, most particularly Harlem, are beset by poor health care, massive unemployment and the constantly increasing problem of drug abuse.

Health:

The Sydenham saga has been discussed in other sections of this report. Individuals who formerly used Sydenham must now travel to Harlem Hospital, Metropolitan Hospital or go "downtown" for emergency room and other health care services. A Health Systems Agency study, "The Communities of Harlem: A Plan for Health Care," indicates an age-adjusted death rate in Central Harlem almost 70% higher than the New York City rate overall.

Use and traffic in drugs in the black community has reached epidemic proportions. Beyond the individual and family grief generated by this activity, there has been a rise in drug-related crime and gang wars relative to the sales and commerce in drug trafficking. Local comment advises that "drugs can be purchased from variety and sweet shops just as groceries are bought from the supermarket."

Housing:

The major problem faced by Manhattan residents, especially in Harlem, is the lack of decent housing at affordable rents. This point is highlighted by the overwhelming Harlem response to subsidized housing. It is estimated that Section 8 applications are filed at a volume of ten for each available dwelling units. Where limited, adequate housing is available, however, the waiting lists are absurdly long or closed.

Although there is a resurgence of brownstone purchasing and rehabilitation, there is a growing concern, in the Harlem community, that many local residents will eventually be displaced by non-Harlem residents, who have greater access to loans for purchase and/or home improvements. The "gentrification" of Harlem is likely to be an issue of considerable impact for the next decade.

Employment and Economic Development:

Economic Development in Harlem has been negatively impacted by the announcement on March 10, 1981, of a freeze by the Federal Economic Development Administration on a number of pending projects. Major grants to Harlem Commonwealth Council, Harlem Interfaith Council, Harlem Community Council and the Uptown Chamber of Commerce are now in limbo. The aggregate total of the grants requested by these groups is \$1,873,000.

The loss of these projects to the Black community means not only a loss of jobs and services, but also diminishes

their possible effects as spurs to revitalization.

Harlem shares with Central Brooklyn, South Jamaica in Queens and the South Bronx, the distinction of having continuing youth and adult unemployment at a higher level than New York City as a whole or the nation. The growing population in Manhattan, particularly in the Washington-Heights-Inwood area of undocumented immigrants, is a source of tension in relation to employment. This tension is fueled by the perception of local black citizens that undocumented immigrants provide more competition for the few jobs available.

Crime:

In spite of common thought that Harlem's crime rate may be the highest in the City, New York's Police Department reported that Manhattan's five predominantly black precincts, 25th, 26th, 28th, 30th and 32nd, experienced a robbery rate increase of only 14.6% during 1980 as compared to 1979. Overall, the Manhattan robbery increase was the lowest in the City at 13.6%.

SUMMARY:

While Harlem's most critical problems are health care, unemployment, housing and drugs, the community's political and social leadership has displayed the ability to coalesce around issues pertinent to the well-being of their community. Our City Administration has yet to devise a manner of working with this positive aspect of Central Harlem that would prove mutually beneficial. The broad array of resources that exist "uptown"

cause the prospect for both short-term and long-term progress to be more positive than most of New York City's black communities.

The revitalization of Harlem deserves the high priority status given other segments of the Borough of Manhattan.

QUEENS

For the past five years, the Borough of Queens has experienced considerable community tensions. This is particularly true in the black and minority areas of the borough where problems of unemployment and education impact the greatest and frustrations are generally high.

The South East Queens community is the largest predominantly black area in the borough and is comprised of approximately 600,000 persons - 70% of whom are black. It is made up of small communities consisting of primarily one and two family houses. The area ranges from the middle income to the very poor. There is a general lack of programmed recreational activities in existing facilities such as parks and play areas. In addition, these facilities are poorly maintained and equipped and there is no "Y" type activity in the area. There is a visible increase in drug use. For example, it is not uncommon to see the open exchange of drugs in such business districts as Linden Boulevard, Hollis Avenue and New York Boulevard.

As black residents of South East Queens become increasingly financially secure, the result will be increased purchases of houses

in the Rosedale area of South East Queens. Without proper community concern and involvement this will certainly result in heightened community conflict, witness the I.S. 231 situation.

Consistent with a general decline in the economy, the Jamaica business district has experienced a loss of a considerable number of both large and small businesses. These have been replaced in many instances with transient type operations.

The Far Rockaway area is in the far corner of Queens and is somewhat isolated from the Central Jamaica transit hub. Its residents must pay from two to three fares to get to Manhattan. Increased bus and subway fares would have a serious impact on this community. There is a high unemployment rate and heavy drug use by youth. Considerable tension has been created by fires set in black churches in this area.

Employment and Economic Development:

Employment and underemployment remains the single most serious problem for the black community in Queens. Planning Boards # 12 and 14, which represents predominantly black communities, have the highest rates of unemployment in the borough. This picture looks even more dismal with the continuing demise of the business community in Jamaica.

For the past 12 years, major efforts to rehabilitate the business area in Central Jamaica have been hampered by the loss of major businesses such as Ideal Toys, Macy's and now Gertz Department Store. The Federal Office Building projected for Jamaica

in 1985, will bring 4,000 jobs into the community. While this might affect a slight improvement in the local employment picture, most of these jobs will be filled by incumbent employees transferred from other facilities. Even if there was an influx of new job opportunities, the ability of the local population to fill those opportunities is limited due to the lack of training. For example, of 70% of a sample group of 305 persons tested by the Department of Employment's Job, Testing, Assessment and Placement Center No. 14 (serving South Jamaica) claiming to have completed high school, 40% were performing at least three to seven grade levels below grade level 12.

York College has announced the introduction of a new business sequence which is hoped will assist local residents to fill newly created white-collar jobs.

Education:

Though almost half of the school population does not complete high school, there appears to be some improvement in achievement levels in the elementary and intermediate schools.

Percent of pupils at and above grade level

<u>Schools</u> <u>Elementary</u>	<u>1979</u>	<u>1980</u>
15	54%	60%
33	60%	70%
34	41%	53%
35	28%	44%
36	46%	50%
37	40%	55%
38	58%	73%
52	35%	42%
95	46%	48%

cont'd..

Schools
Elementary

1979

1980

116	36%	43%
118	47%	67%
131	86%	87%
132	37%	52%
134	38%	49%
135	57%	61%
136	41%	50%
138	62%	69%
147	36%	46%
156	55%	62%
176	58%	61%
181	51%	62%
195	92%	93%
251	43%	73%

School
Intermediate

1979

1980

IS 59	51%	52%
IS 109	50%	60%
IS 192	37%	41%
IS 231	44%	54%
IS 238	39%	44%

The borough of Queens continues to experience resistance to the New York City school integration plans. There has been a dogged resistance, largely on the part of white parents in the Rosedale school district, to abort the closing of the annex located in P.S. 138 and the transfer of the predominantly white students (60%) to I.S. 231 which is 98% Black.

The decision to close the annex and transfer the pupils to I.S. 231 was announced in 1980 by the school Chancellor based on a federal court decision. Black residents of Queens are highly critical of the role of the borough president in this controversy

which many believe to be indicative of white Queens leadership generally. While black leaders continue to urge restraint, the feeling is that their white counterparts have been noticeably silent in this regard.

Health and Social Welfare:

Two years ago, Southeast Queens was found to have less than one doctor for each 3,000 residents and was designated a medically underserved area by the Federal Government. The standard ratio is one doctor for each 1,000 residents.

In 1977, the Jamaica East and West sections of Queens experienced a total of 8,967 live births with 4,379 and 4,588 respectively. The infant mortality rates of 18.1 and 15.3 percents (Jamaica East and West), are higher than those for the United States (14.0%), New York (17.8%) and Queens (14.4%).

Based on 1977 population estimates, approximately 12.2% of Planning Board #12's population were receiving public assistance. This is slightly higher than New York City (11.2%) and substantially higher than Queens - 4.9%. The areas with the highest proportion of recipients - 19.3% and 16.4% respectively were: the Locust Manor and Cedar Manor areas. About 23.7% of the area's residents were receiving OASDI (Old Age Survivors and Disability Insurance) compared to 16.8% for New York City and the borough of Queens. Approximately 4.4% were receiving SSI (Supplemental Security Income). This is higher than the New York City (3.0%) and Queens (1.8%) rates.

The lack of sufficient housing stock, whether new or rehabilitated contributes to and reinforces the borough's other problems.

Crime:

Consistent with the New York Urban League's position that the Borough of Queens is overlooked as to serious problems of poverty and neglect, it is noted that the second highest 1980 increase of robberies (26.8%) occurred in this borough. When compared to the 52nd Precinct in the Bronx (with 48.6%), the 104th Precinct in Queens (with 48.5%), lacked one percentage point from becoming the precinct experiencing the greatest robbery increase in the City.

SUMMARY:

While the Borough of Queens is generally viewed as being well-to-do, it is quite obvious there are serious areas of poverty with all of their accompanying problems. Southeast Jamaica and Far Rockaway are equal to or surpass the poverty indices of similar black communities throughout the city.

It is reasonably safe to assume that the recent increase in crime is a significant indicator of community deprivation and will continue to rise until recognition of the borough's problems result in a concerted effort toward their resolution.

This situation is due in large measure to the insensitivity of the borough's white leadership to the plight of Queens's poor Black community. Until this segment joins an informed, enlightened black leadership, the problems of unemployment, health, housing and interracial tensions will continue to grow.

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STATEN ISLAND

Staten Island has the smallest Black population of any of New York City's five boroughs, an estimated 41,000 of a total population of over 360,000 persons.

Employment:

Ninety-five percent (95%) of Staten Island business enterprises are small, with ten or fewer employees. Those businesses have traditionally employed family members. Lack of small business employment opportunities has forced the Black population to depend on a few large employers such as, Proctor and Gamble, Nassau Smelting Company, Sears Roebuck and Company or look outside the Staten Island community for employment and training opportunities. There are no industrial parks on Staten Island. The island's Black unemployment rate is put at 8.5%.

Health and Social Welfare:

Health services on Staten Island in the Port Richmond and Mariners Harbor areas are poor. A significant portion of the island's black population reside in these areas that have been designated by the United States Department of Health as medically underserved.

The Mariners Harbor Clinic being developed in cooperation with St. Vincent's Hospital, to provide ambulatory health care in the area, has been ranked as the second priority in health care development for the entire city by the New York City Health Systems Agency.

Education:

Staten Island's most recent school integration problem erupted on October 6, 1980, at New Dorp High School when two black female students were involved in a confrontation which resulted in a fight. Both students were immediately suspended. During the incident, a white female student fainted. An ambulance was requested and rumor spread throughout the school that she had been beaten by a black student. The rumor led to a massive walk-out of white students and the beginning of demonstrations outside the school.

The 70 black students remaining in the building were sequestered in a basement room for their safety. School officials contacted the Transit Authority and requested city buses and police to safely escort the black students from the building. As the black students began to leave, they were pelted by rocks and

bottles. Emotion was high and ethnic slurs were shouted. School officials appeared to be confused and lacked the ability to communicate with the white students in an effort to control the situation. During this melee, several students were hurt one seriously. One white female student was arrested.

New Dorp High School has been the scene of recurring school integration incidents, since 1976, when the school boundaries were drawn to include the Parkhill Neighborhood, a low-income, largely Black populated area in the school district.

New Dorp is a white middle class community with a large Italian and middle European ethnic population. There is negligible Black presence in the New Dorp School Administration. There are three Black teachers and one community outreach worker in a total staff of 160.

Staten Island Secondary School Population

<u>School</u>	<u>Total No. of Students</u>	<u>Total No. Minority Students</u>	<u>Percent</u>
Curtis	2,264	1,041	46
McKee Voc. and Trade	1,356	339	25
Port Richmond	3,115	558	17.9
Susan Wagner	3,013	425	14.1
New Dorp	2,818	87	3.1
Tottenville	4,836	184	2.8

Minority students are estimated to be ten to fifteen (10-15%) percent of the elementary and intermediate population.

Housing:

The need exists for an emergency housing shelter on Staten Island. Staten Islanders still face relocation, in all probability to Brooklyn, in the event of an emergency or disaster. Residents on the island had hoped that unused military family quarters (75 units) at Fort Wadsworth might have been used for this purpose. This facility, currently a United States military installation, is scheduled for transition to the Department of the Interior and will become part of the Gateway National Park system.

Staten Island is currently undergoing a massive real estate development on the South Shore. This accounts for approximately 95% of the new housing stock. There is a growing concern among Black residents of exclusion of prospective minority renters and homeowners by real estate interests.

A concomitant concern is the North Shore urban renewal project on Jersey Street in the community of New Brighton, which will displace approximately 200 families during the construction period. Access to the new housing by the former residents merits attention from the local Community Planning Board, the housing and real estate office of the Borough President and the City Planning Commission.

SUMMARY:

More than any of New York City's boroughs, Staten Island could serve as an urban laboratory for the resolution of the problems facing the city's Black and poor. Though Staten Island has serious difficulties, the volume of those problems are not as overwhelming as in other boroughs.

The "Island" had the city's second lowest 1980 robbery increase - 14.6%. This serves as another indication that proportionately, Staten Island's problems are not as great as the rest of New York City. Creative, aggressive leadership - public and private - Black and White - can make a definite difference.

SUMMARY: STATUS OF THE BOROUGHES

The conditions experienced by New York's black and minority communities, when viewed individually, may seem isolated incidents. When assessed in a composite manner; however, the pervasiveness of the situation becomes apparent.

The closing of Sydenham Hospital in Harlem; the continuing controversy and delay surrounding the opening of Woodhull Hospital in Brooklyn; the I.S. 231 confrontation in Rosedale, Queens; the New Dorp High School disruption on Staten Island; the near 30% robbery increase in the Bronx. Each one of these occurrences contributes to the mounting of anger, fear, isolation and frustration in our black and poor neighborhoods.

One is hesitant to add the constantly high rate of unemployment, the 50% high school dropout rate, the drastic increase in drug abuse, the significant overall increase - 21.8% in robberies, for fear of depicting a hopeless citywide situation.

Probably the most significant observation that can be made is that on many occasions during 1980, there was clear evidence of a serious lack of positive interaction by the City's black-white leadership structure especially in areas bearing directly upon the well-being of our minority communities. During 1980, this interaction has been largely confrontational particularly around the issues of health care, schools, police and jobs.

It seems the predicted polarization of a few years is upon us, with many whites openly expressing that Blacks and minorities have gone far enough and should get no more; and, are the cause of the problems of our society. Blacks and minorities, on the other hand, the greatest number of whom live in day-to-day situations that can at best be described as poor and debilitating, continue to press and struggle for recognition of and amelioration of their difficulties.

As we enter a new year and a new national administration, clearly committed to the 'enough is enough' philosophy, the prospects for the serious deterioration of an already dismal situation is evident.

THE REAGAN BUDGET PROPOSALS

Under the title, America's New Beginning: A Program for Economic Recovery, President Reagan has proposed a set of sweeping federal budget proposals that, in many circles, can be interpreted as being completely contrary to his stated basic principle of representative, democratic government that "the taxing power of government must be used to provide revenues for legitimate government purposes. It must not be used to regulate the economy or bring about social change."

Our efforts to determine the impact of the Reagan proposals are presented as a section of the 1981 Status of Black New York City Report primarily as a means of alerting this community to the extremely negative aspect of these proposed actions as they relate to our black and minority communities. We also wish to establish that the proposed federal actions will only serve to severely acerbate the already serious problems our black residents face as described in the first and second sections of this report.

The effect of the Reagan initiatives on New York City's black citizens could be quite devastating. Many individuals and families will be faced with double and triple jeopardy, based on the fiscal and programmatic interlock of these proposals.

The lives of poor people are threatened by proposals which rhetorically call for a "safety net" under the "truly needy," but approach that mission through the administrative and legislative

vehicles of recession, terminations, cutbacks, block grants and states rights, none of which have been historically used in behalf of the poor, the disadvantaged or minorities. These proposals effectively end the Federal Government's role as advocate/monitor of "quality of life" programs for those most vulnerable in our society.

C.E.T.A.

There are 140,000 New York citizens enrolled in programs under sponsorship of the Comprehensive Employment and Training Act. Approximately 73,000 of these participants (56%) are black. Forty-eight percent (48%) are black adults above the age of 21 and fifty-two percent (52%) are black youth, ages 16 to 21.

The Bureau of Labor Statistics estimates New York City's black labor force as 906,000 persons. If the CETA program is removed from the City, the immediate impact would result in the unemployment of eight percent (8%) of the City's black work force. CETA programs are the largest employers of black youth in New York City, providing 70,000 jobs and training slots.

There is no other program which can fill the void that will be created by the CETA demise. CETA funds the overwhelming majority of the on-the-job training, vocational education, in/out school programs, stipended high school equivalency diploma programs and the classroom training programs in New York City. CETA is also the major funding source for the Skill Training improvement Program, Youth Community Conservation and Improvement Programs and Youth Employment and Training Programs.

Fifty-nine percent (59%) of the disadvantaged youth enrolled in youth training programs are black. Given the school dropout rate of 45 to 50%, the loss of CETA would virtually eliminate our communities' capacity to absorb, train and redirect a large segment of our youth. New York City's Department of Employment reports that of the 72,947 blacks enrolled in all CETA programs, from October 1, 1979 to September 30, 1980, 9,328 or forty-four percent (44%) entered unsubsidized employment. The Vice President's Task Force Report on Youth Employment (January 1980), described the CETA Program, as it relates to blacks, in the following way:

"Black unemployment is primarily due to unavailability of jobs rather than unsuitability for jobs. The lack of jobs is mainly due to racial discrimination, persistent recession and ineffective targeting of federal jobs." The report continues..."According to the Labor Department's continuous longitudinal national manpower survey, fifty percent (50%) of all blacks were employed one year after CETA; sixty-four percent (64%) almost two-thirds of whites were still working after CETA."

New York City's rate for blacks, employed one-year after CETA, is sixty-five percent (65%) as compared to the national rate for blacks of 50%.

In the previous program year, October 1, 1979 to September 30, 1980, the two CETA programs most vulnerable to the Reagan cuts, Title IID and Title VI, served some 30,145 persons. Of this number, 17,740 (59%) were black.

Fifty-nine percent (59%) or 6,785 of the 11,500 public service employees and eighty-five percent (85%) or 425 of the 500 administrative staff scheduled for termination are black.

Former black CETA participants will find no compensating public or private sponsored vehicle for help once the proposed Reagan CETA cutbacks are accomplished. Because the CETA Program was targeted to disadvantaged poor, the cuts in Medicaid, Food Stamps and more stringent regulations in public welfare will all negatively impact the CETA population.

The immediate resource for the unemployed, the Unemployment Compensation Insurance Program, which is also subject to proposed cuts by the new federal administration, will only provide benefits for a 13-week period. The basic impact of the Reagan CETA cuts will be to compound the disillusionment of the persons affected and generate more applicants for welfare benefits.

Unemployment Benefits:

During the period October 1978 through September 1979, there were approximately 227,000 black applicants for unemployment insurance in New York State. The types of work most frequently represented for black workers applying for unemployment insurance were: clerical occupations, service occupations (except domestic service), packaging and material handling occupations, bench work occupations and structural work occupations.

Figures on New York City resident unemployment show totals for non-whites but not for Blacks specifically. The figures from the Annual Planning Information booklet dated June 1980, show the following for New York City in 1979:

<u>Unemployment for all groups</u>		<u>Rate</u>
Total - all groups	264,000	8.7
White	159,000	7.6
Non-white	105,000	12.0
Total male	152,000	8.9
White	91,000	7.3
Non-white	61,000	13.2
Total female	112,000	8.5
White	68,000	7.6
Non-white	44,000	10.4

In 1959, fifty-five percent (55%) of all beneficiaries of unemployment Insurance had 12 or more years of schooling. Twelve percent (12%) were college graduates, reflecting an increase in beneficiaries in professional occupations. The median (middle) age of all beneficiaries in New York City in 1979 was 37 years old.

No breakdown for age groups by race is available but the effects of the reduced benefits and more stringent eligibility requirements projected by the Reagan Administration can be approximated by noting the differences between white and non-white unemployment rates.

Food Stamps:

An analysis by the Community Council of Greater New York states that federal food programs provide benefits on at least

four levels:

- To individual recipients who get direct food benefits.
- To local food merchants who realize increased profits through increased sales to food program participants.
- To local communities who derive increased employment and tax revenues through the "ripple effect" of federal food dollars spent in their area; and,
- To the national economy which realizes a savings in the health care sector (many nutritionally related illnesses decrease where improved nutrition is available through the food programs) and which obtains revenue for price supports to farmers, food manufacturers and transporters.

There are 509,000 households in New York City receiving food stamps. Slightly over thirty-eight percent (38%), 194,000 of these households are black. The program has been directed towards;

- families and individuals who do not have enough income because of unemployment;
- persons with a limited retirement income;
- persons receiving Supplemental Security Income (S.S.I.);
- persons receiving public assistance;
- families with high child care or shelter costs.

As the principal beneficiaries, "households" loosely defined may be a single individual, a family or a group of unrelated individuals who live together and normally purchase food and prepare meals together. The program has been credited with curbing

the widespread malnutrition which was identified among the poor in the late 1960's by the Field Foundation.

The Reagan Administration proposals will alter food stamp benefits by setting eligibility limits to families whose annual income is less than 130 percent of the official poverty level. A family of four would be eligible with an income of \$11,000 per year or less. Additional Reagan proposals would deduct school lunches from a family's food stamp allotment, where children have access to a school lunch program, and determine a family's eligibility for food stamps based on the family's average income over the three months prior to their application for food stamps.

Approximately 1,000 black households (44,000 persons), will lose food stamp eligibility as the result of the proposed family of four - \$11,000 per year income limit. All 509,000 food stamp households will be affected by the elimination of automatic indexing which would certainly curtail their ability to cope with rising food prices.

The 200,000 Aid to Dependent Families with Children (AFDC) food stamp recipients, 72,000 of whom are black, whose children receive free school lunches, would lose twenty-two percent (22%) of their average monthly benefits of \$150 amounting to a loss of \$33 a month.

The average person using food stamps receives about \$.44 per meal. Food stamp benefit levels are based on the "Thrifty Food Plan" which is the lowest priced of the four food plans used by the Department of Agriculture.

Recent Department of Agriculture surveys found that five out of six families purchasing food at the Thrifty Plan cost level, do not get 100% of the recommended daily allowances for nutrients.

Education:

Among the Reagan Administration's proposals in the area of education are cutbacks in the Elementary and Secondary Education Act, ESEA and the Basic Educational Opportunity Grant Program (BEOG).

The Elementary and Secondary Education Act enacted in 1965, is the largest federal program of aid to elementary and secondary schools. Title I of the Act specifically addresses the special needs of educationally disadvantaged students in low-income areas. Predicated on the idea that children from economically and educationally disadvantaged backgrounds often have special needs, the program provided funds to supplement local education dollars and thus enable the localities to provide additional educational services. These federal dollars were not designated to pay for regular general education services, but for special programs to be provided in addition to those that schools usually offer their students.

Five-hundred and sixty-three (563) schools in New York City receive Title I funds affecting half or 583,347 of the City's school children - 226,000 of whom attend high school.

The Administration's proposed change would cut funding of all federal education programs by at least twenty-five percent (25%) and consolidate them into block grants. One block grant would lump funding for Title I, ESEA, along with funds for the education of

students who are handicapped (P.L. 94-142), Bilingual Education (Title VII, ESEA), Emergency School Aid (Desegregation, Title VI, ESEA and Adult Education (Adult Education Act.)

The most up-to-date Board of Education Annual Pupil Census, dated October 31, 1979, identify approximately thirty-eight point six percent (38.6%) or 371,556 of its pupil population as Black. As has been noted on numerous occasions, under the best of circumstances, for a myriad of reasons, this group experiences the greatest difficulty in taking full advantage of their educational opportunities. The funding reduction and block grant proposals will only make it much more difficult to address their needs.

Simply stated, a major area of concern is that these programs will not only have fewer dollars but will be stripped of federal mandates regarding targeting, parental involvement, non-supplementing of state and local resources and civil rights enforcement. Further, the Guaranteed Student Loan Program which had been open only to students from families with incomes of less than \$40,000 was made available to everyone. In addition, parents were given the right to borrow from banks in their own names to pay for their children's college expenses. The effect of these changes was to open financial aid eligibility to the middle class. While there was some concern that the changes would siphon off money that would have gone to low-income students, the growing black middle class and an increasing number of working students were generally supportive of the new program.

The Reagan Administration's proposal would basically eradicate the Middle Income Student Assistance Act. The cut-back

could have a devastating impact not only on lower middle income families (particularly black families with less access to other alternatives), but also on traditional black colleges which rely on financial aid to a greater extent than any of the other private institutions.

Medicaid:

The Medicaid Program was established in 1965, as a result of amendments to the Social Security Act for the purpose of providing health care services for the poor who had historically received care through emergency rooms, free clinics, charity institutions and who had no means of paying for adequate health care.

The Federal Government shares costs on a 50-50 basis with New York State for the following services: doctor visits, podiatrist visits, doctor approved transportation to medical sources, X-ray and other laboratory services, nursing services, medical appliances, prescription drugs, eye examinations, dental visits, chiropractic, homemaker and home attendant services.

Approximately 1,240,000 persons in New York City, over 16% of the city's population, is medicaid eligible. Black New Yorkers represent 36% of that total - approximately 450,000 persons. The largest single group, within this total is the recipients of categorical social services grants such as Home Relief, Aid to Families with Dependent Children, Supplemental Security Income and children in foster care. Nine-thousand nursing home residents and 28,000 persons who receive medicaid only, make up the balance.

The Reagan proposal to tighten eligibility requirements and place a cap on the federal share of the program will force service reductions on an already vulnerable population, many of whom have neither family or individual coverage for health and medical care.

The medicaid program provides health insurance of the last resort. It pays outstanding claims for health care costs, after all other third party payment carriers have honored their share of the claims. The impact of cutbacks in this program on New York City's black population grow in their gravity when considered with the fact that the city's black population is not broadly covered by Health Maintenance Organization or Health Insurance Plans.

While it is difficult to specifically assess the impact of the Reagan Administration's medicaid proposals on New York's black communities, some broad conclusions can be developed:

- The proposed medicaid cap and cuts will result in the city's voluntary hospitals severely reducing their admittance of medicaid patients. If and when this occurs, many or all of these persons will seek services from the already troubled and overburdened municipal system.

- This coupled with the proposed curtailment in other health care programs certainly presents bleak prospects for improvement in the delivery of health services to the city's minority communities, most of whom are currently identified as being medically underserved.

Arts, Humanities, Public Broadcasting:

The Endowment for the Arts and Humanities were created in 1966. Most major cultural institutions, such as Lincoln Center and the Metropolitan Museum of Art have received challenge grants from the Endowments. In spite of a negative effect on their programs it is likely that they can survive. This is not the case, however, for the many small groups and organizations who rely overwhelmingly on federal money.

Minority cultural organizations and theatres such as the Negro Ensemble Company, the Richard Allen Center and the Bedford Stuyvesant Restoration Cultural Affairs Center could have their programs seriously curtailed. This would be a loss to New York City's Black performing artists as well as the Black populace as a whole. A.B. Spellman, head of the Expansion Arts Program of the Arts Endowment stated..."service-oriented programs of minority groups would be hurt because grants were so small to begin with, entire programs rather than grants would have to be cut." Groups such as the Studio Museum in Harlem, the Harlem School of the Arts and the Puerto Rican Traveling Theatre will also be affected.

The Reagan Administration proposed a fifty percent (50%) cut for the arts and an equal cut for the humanities. The rationale presented by the Administration has been that every aspect of American life would share in the budget cutting process. Arts and humanities programs have been the target of conservative attention during the transition. In a February 22, 1981, New

York Times article, a spokesman for the Olin Foundation referred to several proposals as "faddishly innovative."

Neither commercial radio or television has provided serious programming directed toward black audiences or comments on the black condition or experience. The corporation for Public Broadcasting has provided some alternatives. Programs of cultural interest to minorities and projects reflecting the diversity of the country have most often appeared on Public Radio and Television. Perhaps the most important aspect of Public Broadcasting has been its use as an access point for minorities and women in their efforts to gain a foothold in the tele-communications field.

Social Services:

The Administration's proposed changes in social service programs are based on the consolidation of funding for social programs from categorical grants into a single block grant to the state. Forty (40) federal programs, developed to meet specific community health and social service needs are endangered. Among those services targeted for reduction are: child welfare and foster care services, programs in child abuse and run-away youth, family planning programs, health education, alcohol abuse and mental health services. This consolidation would also be accompanied by a 25% overall cut in funding.

The Effect of Block Grants:

The most ominous of all the Reagan initiatives is the block grant. The proposed consolidation of services into one block

grant to the states will..."enable states to plan rationally and coordinate service programs; establish priorities more clearly, exercise more effective program control over resources and reduce the multiplicity of rules and regulations (from the Federal Government) that service agencies operate under."

Block grant financing is a direct attack on the rights of the poor as reflected in federal rules and regulations which have evolved over the past 30 years through statutory and court actions. Placing the responsibility on state and local government to determine who shall be served, under what circumstances, and what rights will be respected and retained, flies in the face of past experience. Our historical experience is rife with incidents where states, freed from federal oversight of social programs, failed to provide humane benefit levels or failed to assure coverage of at-risk populations especially minorities in need of benefits and services.

Local authorities are far more vulnerable to local power structures and voting blocs that would end or do great damage to the intent and purpose of such activities.

The Aid to Family with Dependent Children (AFDC) Program faces a reinstitution of step-parent responsibility, the placement of stringent limits on child care costs and work-related expenses, which offset earned income in determining AFDC grants and the elimination of grant payments under \$10 per month. An intense effort will also be mounted in the area of child support enforcement. The prohibition of AFDC payments below \$10 per month will also eliminate medicaid eligibility for these families.

These proposed changes could create serious difficulties for the 760,000 New York City dependent children and their caretakers. This number translates into 245,000 families that are primarily single parent. New York City's Human Resources Administration reports that children represent 68% or 516,000 of those persons receiving AFDC benefits. Approximately 36% or better than 98,000 of the 245,000 to be affected by these changes are Black.

The Adoption Assistance and Child Welfare Act of 1980, Public Law 96-272, has been placed in limbo by the Reagan Administration. (P.L 96-272 is a landmark piece of legislation which through regulations and appropriations, could have a positive effect on minority children and families in relation to foster care and adoption.)

Minority children and families could be prevented from receiving the very needed services which this new public law provides. Current estimates are that 70% of the 20,000 children in New York City's foster care program are minorities. Curtailing this new law places these children at even a greater risk.

Title XX programs which are a primary senior citizen and childcare resource, are also subject to the administration's proposed changes which would reduce their funding by 25% in fiscal year 1982 and consolidate funding for these programs into a single block grant to the states.

The minority poor, elderly, families and children currently beneficiaries of these programs, will be placed in the position

of developing advocacy strategies to place pressure on state and local governments to support or save programs related to their survival needs.

At present, New York City utilizes Title XX funds to support 382 day care centers, serving 77,400 poor children - 66% of whom come from single parent families. Approximately sixty percent (60%), some 46,000 of the children served by these centers are black. The proposed reductions would result in the closing of 96 of these centers serving an estimated 5,000 minority children.

Title XX funds also support, either totally or some portion of the City's 195 senior citizen centers that provide 25,000 meals per day and other services for more than 180,000 elderly New Yorkers. An estimated 35% or 63,000 are black. Forty-eight percent (48%) of these centers would close with a negative impact upon some 45,000 persons.

In recent years, the Health and Hospitals Corporation and the Mayor have placed a high priority on establishing community health centers in New York's severely medically underserved, minority communities and there has been some slight progress. The proposed social services reductions and block grant funding, when coupled with the medicaid cap, will probably result in a curtailment of this effort.

Housing and Neighborhood Development:

The Reagan Administration proposes an increased rent contribution for persons presently living in subsidized housing (public and Section 8 housing) from 25% to 30% of their incomes. As of January 1, 1980, New York City's public housing population numbered 171,896 families comprising some 513,629 persons. Almost fifty-six percent (56%) - 95,674 of these families were black, totaling 292,766 persons.

The average annual gross income of black public housing tenants is placed at \$8,018. Better than twenty-seven percent (27%) or 26,000 of these black families receive welfare benefits. Sixty-eight percent (68%) or 37,881 of New York black public housing families have minors under 18 and are headed by one parent. Of the 57,000 public housing residents 62 years of age or older, 25,982 are black and of this number better than half, 13,284 live alone. These statistics, while they may be boring and tedious provide stark evidence of the negative and punishing impact of President Reagan's proposals.

Since 1975, 27,073 families comprised of 53,190 persons have rented apartments with the assistance of the city's federally financed Section 8 subsidized housing program. Thirty-six percent (36%) - 9,817 of these families, 22,914 persons, have been black. Another 42,000 families have been certified as Section 8 eligible. New York's tight housing market has contributed to expiration of the certification of better than 13,000 of these families. Black families are represented as 37.9% or 10,800 of the 28,700 families

still eligible.

The Administration's proposed reduction in the number of new subsidized housing units would reduce New York's allocation to 14,525 against an estimated minimum need of 35,200 units. This situation, when viewed in concert with a public housing waiting list of 150,000 - a "live" Section 8 certification list of 28,692 families and one of the nation's tightest housing markets falls far short of meeting at least the barest minimum of our low-income and minority housing needs.

The termination of the 312 Rehabilitation Loan and Neighborhood Self-Help Development Programs will result in almost a complete cessation of activities that are just beginning to exhibit some modest success in our distressed neighborhoods.

Housing conditions, supply, maintenance, upkeep and availability are major factors in determining the quality of life in this or any other city. The Reagan proposals will do very little, if anything, to address the dire housing needs of those whose options are severely limited.

Mass Transit:

President Reagan has proposed reducing the mass transit operating subsidies this year from \$2,744,000 to \$2,713,000, cutting \$31 million from the federal budget. Next year, the budget would be cut by \$270 million, with a total savings of \$2.4 billion from now until 1985. A saving of \$1.5 billion a year is anticipated by completely phasing out mass transit operating subsidies by 1985. Subsidies for any new mass transit rail systems would be

cut and current construction projects would be continued only if short-term benefits outweigh costs.

New York City operates the largest and probably the most energy-efficient mass transit system in the country. Its subways represent forty percent (40%) of the country's total mass transit rail miles. (The Long Island Railroad is the country's largest commuter railroad.) An estimated 69% of commuters in New York City use public transportation, which is a higher proportion of the population that uses mass transit than elsewhere and accounts for one-third of the country's entire ridership. On an average weekday, an estimated 3.5 million persons ride the subway and 2.2 million ride the buses. An estimated 70% or 3.9 million of the ridership, by absolute necessity, is Black and minority.

The New York City mass transit system is currently in a state of serious deterioration. In January 1981, based on train cancellations and breakdowns, subway service was reported at its worst in its 77 years of operation. Subways, buses and commuter trains are already overcrowded and poorly maintained, with schedule delays more the norm than the exception.

The budget cuts would have a definite detrimental effect on mass transit in New York City. Last year, the Metropolitan Transportation Authority (MTA), received \$168 million, which covered 7% of the operating budget. The subsidy was a key factor in helping to keep local fares down. The Reagan Administration argues that the responsibility for mass transit rests

with state and local governments and that operating costs should be met by users as opposed to the Federal Government.

Possible ways to fill the budget gap would be to; 1) raise state and local subsidies, probably through a tax increase; 2) reduce services and 3) raise transit fares.

A 15¢ increase is anticipated for the City's subways and buses; a 15% to 20% increase for commuter trains. The proposed higher transportation costs will increase the burdens of those least able to bear them and who, void of alternatives, will be trapped. The increased subway fares will add an estimated \$10-\$15 per month to living expense to a segment of the population experiencing reduction in or elimination of other portions of their incomes.

SUMMARY: REAGAN'S BUDGET PROPOSALS

The preceding sections of this report certainly establish the conditions and parameters for an analysis of the impact of the Reagan Administration's budget proposals on New York black and poor communities. It is absolutely safe and reasonable to state that presently a large segment of these communities, through no fault of their own, is almost entirely dependent upon the direct involvement of government for the provision of life sustaining forces namely children, elderly, women who head households, the sick and infirmed. Our nation's fifty-year commitment to economic and social justice is being severely threatened and those least able to withstand this threat will suffer dire consequences.

Like many others in our city, practically all of New York's black residents will be negatively impacted by one, possibly two, of the Reagan proposals - a mass transit fare increase and the curtailment of energy conservation efforts. The number of the City's black citizens to be hit by three or more of the Reagan cuts, minimally, would be 300,000 with estimates as high as 500,000.

Similar conditions will exist throughout America, particularly in our urban centers, i.e., Chicago, Los Angeles, Philadelphia, Miami, Washington, DC, but New York City's will be affected to a greater degree simply because of the sheer weight of the numbers.

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The Administration's rhetoric has been directed towards refuting charges that its economic recovery program is seriously inequitable as it impacts upon minorities and the poor. The evidence as presented in this report, is completely contrary to this position. In New York, large numbers of the poor and near poor will be seriously hurt. Those suffering most will certainly be the working poor who will, in fact, be discouraged from working at all because their disposable incomes would not be appreciably more if they were totally dependent on welfare.

Two perceptions are that social programs are "black programs" serving mostly blacks only; that the only segment of our society that benefits from these programs are the black and poor. Such is definitely not the case. The majority of welfare recipients in America are white. Four out of five of the beneficiaries of medicaid, medicare and special programs for the elderly are white. The majority of those persons benefiting from the Section 8 housing subsidy program are white. White Americans constitute almost two-thirds of our nation's poor.

As to who benefits from social program dollars, almost totally, these dollars are payments to other more affluent segments of our economy. In the New York Urban League's Status of Black New York Report, 1978, we tracked the disbursement of the welfare dollar and its impact on the economic life in New York City through a random survey on how welfare recipients spend their money. The figures show that 47.7% of public assistance grants go for rent, while the second biggest slice goes for food, 29.2%.

For a more comprehensive look at these figures let us take a family of four on welfare in New York City. Every two weeks they would spend \$88.79 on rent; \$56.42 on food; \$20.14 on utilities; \$8.45 on telephone; \$14.94 on clothes with miscellaneous accounting for \$5.61. The figures clearly indicate that landlords, grocery stores, utilities and public bureaucracies in housing and transportation derive much of their income from the City's welfare recipients.

The welfare dollar flows totally and rapidly back into the local economy. A significant and regular transfusion of over \$133 million monthly into the local economy has a significant impact upon many facets of New York City's economic life.

Three years of inflationary impact have certainly caused these figures to grow, but they clearly establish that social program dollars are vitally important to the total economic well being of our City.

Many alternative proposals have been offered the Reagan Administration, most of which have great validity. The Congressional Budget Office document, Reducing the Federal Budget: Strategies and Examples - Fiscal Years 1981-1985 and 1982-1986, present many such options.

Mayor Koch has presented some 26 expenditure reduction alternatives that would meet the Administration's budget reduction goals. Most of these suggestions are worthy of Administration and Congressional consideration.

CONCLUSION
OF
1981 STATUS OF BLACK NEW YORK REPORT

Reactions of the three previous Status of Black New York Reports have been that they have been depressing, discouraging and descriptions of near hopeless situations. The New York Urban League would agree that the facts, as presented, may cause these reactions but we also know that for many of New York's black residents, experiencing these conditions on a day-to-day basis, depression, disillusionment and hopelessness are as much a part of their lives as the air they breathe.

Our presentation of this report is an important expression of our mission to inform New York City of the facts as they are. Other questions asked are, "What happens?" "Does anyone listen." "What changes take place?"

In previous reports we have addressed the combative nature of the Mayor's relationship with New York's black community. During 1980, while this relationship resulted in incidents of serious confrontation on occasion, the combativeness, name calling and fierce antagonism has ceased. Positive constructive confrontation will be of benefit to all.

Two years ago, the New York Urban League called for a greatly expanded effort in the development of community health centers as an effort to meet the ambulatory health care needs of

the City's black communities. Some progress has been realized in this regard, especially in Harlem. Currently, this effort faces serious curtailment as the result of the Reagan proposals.

New York has witnessed the development of the Urban Partnership, a coming together of leaders of the public and private sectors that have established as one of their top priorities an attempt to address the serious problem of minority youth employment, an area of concern addressed in previous "Status" Reports.

In 1979, the New York Urban League called for an increase in the state's welfare grant level. The 1979 Status of Black New York Report recommended the linkage between CETA funded employment and training programs and the private sector. That year, we also sought an expanded city effort to provide tenants of city-owned properties, the opportunity to repair, manage and own the buildings in which they lived.

Our 1980 Report recommended the formation of broad-based citizen groups in support of a full-count census. Also, a New York Urban League recommendation called for the establishment of a housing and social services coalition to address the interrelated housing and social service issues affecting the City's poor and near poor.

Another 1980 recommended action was a study to carefully identify undocumented aliens; determine their service needs; identify their impact on federal formula grants and costs to various service sectors and suggest appropriate legislation.

Certain agencies, public and private i.e., the Community Council of Greater New York, New York City's Department of Housing Preservation and Development, the New York Urban League, have mounted efforts in these areas. During 1980, the Mayor's office spearheaded a broad-based citizens full-count census effort.

Many segments of our community have responded to the New York Urban League's concerns because they share them, either on a short-term or long-term basis. It is important to note that we are not alone.

Much remains to be done - the extent of which is somewhat unclear. As our national administration takes shape, now more than ever, our efforts must continue.

Our 1981 Status of Black New York Report is especially significant in that the New York City portion of the National Urban League's - Black Pulse Survey, emphatically substantiates the New York Urban League's previous analysis of conditions and perceptions of the City's black residents. These conditions are reasonably consistent with those of the nation's black population as a whole. Our Black Pulse findings, as all segments of this report, should serve to generate discussion and influence actions in our City.

The borough segment of our report offers a more localized presentation of problems facing the City's black residents. It is our belief that the Status of Black New York 1981 clearly establishes the direct relationship of borough conditions to city-wide conditions which are detrimental to the social and

economic well-being of the majority of black New Yorkers.
Finally, our hope is to raise the level of concern and involvement of all segments of the community in New York's five boroughs through the realization that these conditions have a negative impact upon the quality of life of all.

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